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Unincorporated Subdivisions Surrounding
the Town Of Edson - a Situation St 1



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UNINCORPORATED SUBDIVISIONS SURROUNDING
THE TOWN OF EDSON - A SITUATION STATEMENT

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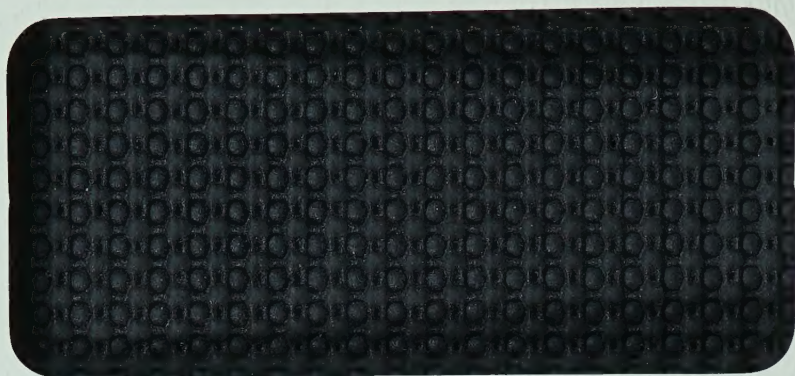


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UNINCORPORATED SUBDIVISIONS SURROUNDING

THE TOWN OF EDSON - A SITUATION STATEMENT

Research & Planning Division

Human Resources Development Authority

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February, 1970

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Introduction

Members of the Glenwood Ratepayers Association have become involved over the past several years in attempting to improve living conditions and services in the hamlet of Glenwood. In doing so, they have brought to light and emphasized several problems that are common to similar fringe settlements throughout Alberta.


Glenwood is the largest of a number of hamlets which surround the town of Edson. These hamlets have no local municipal government (such as a village or town) but are governed by the rural municipality in which they are located. In this case, the hamlets are located in a local improvement district and so are governed by the Department of Municipal Affairs.

The following information is a summary of most of the statistical information available on the hamlets surrounding the town of Edson. This document is intended to present some of the problems of the hamlets and also a certain minimum of information necessary to begin solutions to the problems. As problem definition proceeds and as tentative solutions are explored, additional information will undoubtedly be required.

Many sources have been used for the information contained here. Often people do not have specific statistical documentation of their concerns but their personal insights are extremely useful. For the most part, these insights have not been included. Major sources of information have been the Edson Health Unit, Edson, of the Department of Social Development, Department of Municipal Affairs in Edson and Edmonton, the Town of Edson, and the president of the Glenwood Ratepayers Association. Assistance was also received from the Attorney Generals Department (Edson office), and

the Edson office of the HRDA. Special appreciation is extended to Mr. Roy Erickson of the Department of Municipal Affairs for his contributions to this document.

Kenneth A. Svenson



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UNINCORPORATED SUBDIVISIONS SURROUNDING
THE TOWN OF EDSON - A SITUATION STATEMENT

1. Description and History

There are five subdivisions around the periphery of Edson. These subdivisions have been legally subdivided through the Department of Municipal Affairs, but are not incorporated areas. They are administered legally by the same government mechanisms that apply to the local Improvement Districts in which they are located. The largest of these subdivisions is known locally as Glenwood, but officially it is known as West Edson. The local name of Glenwood will be used in this report. This subdivision has been developed in three stages. The first stage was initiated by Nick Herbert and was located in the north part of a quarter section immediately west of the town of Edson. The lots were 1 to 3 acres in size. This subdivision was made in 1948.

The second subdivision in Glenwood was made by Henry Brand on an old sawmill site in 1952. This subdivision is immediately north of the original subdivision. Lots were slightly smaller, about $3/4$ of an acre in size.

The third subdivision in Glenwood was west of the original subdivision and was done in 1956 by Mr. Fowler. Lots in this subdivision were $1/2$ an acre or less in size. Part of the area was used for a drive-in theatre which is still used in the summer.

The original Grande Prairie Trail subdivision was made in 1941. The basic plan has been modified several times, but most of the modifications were to make the lots smaller. This subdivision is located on the northwest outskirts of the town of Edson.

The subdivision of Lubarsky is to the northeast of the town. It was made in 1967 to settle an estate. There are four large lots in the subdivision.

Millarville is located east of the town of Edson on Highway 16. This subdivision was made in 1958. The Kelly subdivision is southeast of Edson and was made in 1953. The Millarville and Kelly subdivisions are both quite small.

There are several other quarter sections near Edson which have a number of houses located on them. In some cases, subdivisions have been applied for but have not been received. These parcels of land seem to be going through some of the same stages that some other subdivisions mentioned above have done. A farmer sells his land to someone for housing purposes. These buildings are assessed and the tax notice goes to the farmer not to the people on the land who wish to gain title. The farmer goes to Municipal Affairs and learns that he must apply for a subdivision if he is to avoid paying taxes on these houses or if the owners of the houses are to receive title to the land on which their house stands. A subdivision is then applied for and now the Department of Municipal Affairs is in an embarrassing position. If they refuse the subdivision, the houses are still there, and if they approve the subdivisions, they are contributing to the proliferation of small settlements which become difficult to service.

2. Regulations Governing Development

A development control order was issued by the Minister of Municipal Affairs for I.D. 14 on the 30th of April, 1969. All such orders are issued pursuant to The Planning Act and are for the purpose of controlling development until such time as a general plan for the area is prepared and adopted. The Planning Act defines development as

"Section 2 (f) "development" means

- (i) the carrying out of any construction or excavation or other operations in, on, over or under land, or
- (ii) the making of any change in the use or the intensity of use of any land, buildings or premises:

Under the terms of the above control order, all development as defined above must be covered by a development permit which may be obtained from the I.D. Development Officer. Failure to do so can lead to prosecution under Section 139 of The Act.

It is not the intention that such control should completely freeze all development but rather that control should be exercised over development on the basis of the merits of each individual application for development permit having regard to the proposed development conforming with the general plan being prepared.

With this control in effect in I.D. 14, it is hoped that the future spread of unsatisfactory fringe development can be contained thereby allowing for study and ultimate preparation of a comprehensive plan for the orderly and economic development of the whole region. In the preparation of such a plan, consideration must be given both to improving existing environmental deficiencies as well as methods of preventing such conditions from occurring in the future.

3. Population Characteristics

Population statistics are not available for the years since 1966 or for all of the subdivisions. The subdivisions of Glenwood and Grande Prairie Trail have relatively detailed population statistics available from Canada Census but the other subdivisions are not kept separate from the surrounding unsubdivided area. In these other subdivisions there are a total of 16 parcels of land compared with 257 parcels in Glenwood and Grande Prairie Trail so the additional population in them will probably not affect the total statistics in a major way. The following statistics are for the Glenwood and Grande Prairie Trail areas only.

In 1961 there were a total of 798 people living in these subdivisions and these people were in 221 households or an average of 3.6 people per household. In 1966 there were 852 people in 230 households or an average of 3.7 people per household. In 1961, 53.1% of the population were male and 46.9% female and by 1966 the proportion of males had fallen to 51.4% and the proportion of females had risen to 48.6%. The age groups which are generally considered "productive" are from 15 to 64. In 1961 there were 422 persons or 52.9% of the population in this age range. In 1966 the number of people in this age range had declined by 6 people to 416, and the proportion had fallen to 48.8%. The number of people 65 years of age and over increased from 41 (5.1%) in 1961 to 56 (6.6%) in 1966. The under 15 year age group showed the most rapid rate of increase from 236 (42.0%) in 1961 to 380 (44.6%) in 1966. (See tables 1 and 2). In 1966 the proportion of the Alberta population under the age of 15 was 35.0%, the proportion from 15 - 65 was 57.9% and the proportion over 65 was 7.1%. The Alberta population has proportionately more population in the productive and over 65

groups and fewer in the under 15 years of age group. (See Table 3).

In 1961, in Glenwood and Grande Prairie Trail, there were 160 people or 24.7% of the population 5 years of age and over. This left 75.3% of the population five years of age and over who were not attending school, compared with the Alberta average of 73.0% for that same year. Of those people not attending school, 63.4% have an education of less than high school, and 36.6% have at least some high school. (See Table 4).

Table 1

POPULATION BY AGE GROUPS & SEX
GLENWOOD AND GRANDE PRAIRIE TRAIL
1961

Age	Male		Female		Total	
	#	%	#	%	#	%
0 - 4	79	9.9	72	9.0	151	18.9
5 - 9	48	6.0	60	7.5	108	13.5
10 - 14	41	5.1	36	4.5	77	9.6
15 - 19	20	2.5	24	3.0	44	5.5
20 - 24	28	3.5	36	4.5	64	8.0
25 - 34	79	9.9	64	8.0	143	17.9
35 - 44	44	5.5	42	5.3	86	10.8
45 - 54	35	4.4	18	2.3	54	6.8
55 - 64	20	2.5	11	1.4	31	3.9
65 - 69	12	1.5	5	0.6	17	2.1
70+	18	2.3	6	0.8	24	3.0
Totals	424	53.1	374	46.9	798	100.0

Source: Canada Census Enumeration Area Data.

Table 2

POPULATION BY AGE GROUPS & SEX
GLENWOOD AND GRANDE PRAIRIE TRAIL
1966

Age	Male		Female		Total	
	#	%	#	%	#	%
0 - 4	75	8.8	77	9.0	152	17.8
5 - 9	70	8.2	66	7.8	136	16.0
10 - 14	43	5.0	49	5.8	92	10.8
15 - 19	26	3.1	29	3.4	55	6.5
20 - 24	16	1.9	35	4.1	51	6.0
25 - 34	74	8.7	61	7.1	135	15.8
35 - 44	44	5.1	37	4.4	81	9.5
45 - 54	32	3.7	28	3.3	60	7.0
55 - 64	22	2.6	12	1.4	34	4.0
65 - 69	15	1.8	8	0.9	23	2.7
70+	21	2.5	12	1.4	33	3.9
Totals	438	51.4	414	48.6	852	100.0

Source: Canada Census 1966 - Enumeration Area, 810 - 372

Table 3 POPULATION BY AGE GROUPS AND SEX IN ALBERTA - 1966

Age	Male		Female		Total	
	#	%	#	%	#	%
4	89,078	6.1	84,490	5.8	173,568	11.9
5 - 9	91,627	6.3	87,913	6.0	179,540	12.3
10 - 14	81,038	5.5	76,620	5.3	157,658	10.8
15 - 19	64,826	4.4	64,173	4.4	128,999	8.8
20 - 24	49,933	3.4	52,072	3.6	102,005	7.0
25 - 29	45,737	3.1	46,463	3.2	92,200	6.3
30 - 34	48,767	3.3	45,714	3.1	94,481	6.4
35 - 39	49,421	3.4	46,075	3.1	95,496	6.5
40 - 44	44,701	3.1	44,335	3.0	89,036	6.1
45 - 49	39,476	2.7	38,409	2.6	77,885	5.3
50 - 54	34,454	2.4	32,885	2.2	67,339	4.6
55 - 59	28,727	2.0	26,538	1.8	55,265	3.8
60 - 64	24,366	1.7	21,355	1.4	45,727	3.1
65 - 69	18,352	1.2	16,843	1.1	35,195	2.3
70 - 74	14,465	1.0	13,435	0.9	27,900	1.9
75 - 79	11,229	0.8	10,055	0.7	21,284	1.5
80 - 84	6,622	0.5	6,082	0.4	12,704	0.9
85 - 89	2,645	0.2	2,646	0.2	5,291	0.4
90 - 94	644	0.0	691	0.1	1,335	0.1
95+	137	0.0	164	0.0	301	0.0
Totals	746,245	51.1	716,958	48.9	1,463,203	100.0

Source: 1966 Census of Canada Vol. 1

Table 4 EDUCATION OF POPULATION FIVE YEARS OF AGE AND OVER
BY HIGHEST GRADE ATTENDED, GLENWOOD & GRANDE PRAIRIE
TRAIL - 1961

		Male		Female		Total	
Total Attending School		#	%	#	%	#	%
Elementary	1-4	29	18.1	36	22.5	65	40.6
	5-6	33	20.6	34	21.2	67	41.9
High School	1-2	11	6.9	12	7.5	23	14.4
	3-4	2	1.3	1	0.6	3	1.9
	5	0	0.0	0	0.0	0	0.0
University	1-2	2	1.3	0	0.0	2	1.2
	3-4	0	0.0	0	0.0	0	0.0
	Degree	0	0.0	0	0.0	0	0.0
Totals		77	48.2	83	51.8	160	100.0
Total Not Attending		#	%	#	%	#	%
No Schooling		28	5.7	26	5.4	54	11.1
Pre Grade 1		0	0.0	0	0.0	0	0.0
Elementary	1-4	16	3.3	10	2.0	26	5.3
	5+	136	27.9	93	19.1	229	47.0
High School	1-2	54	11.1	50	10.3	104	21.4
	3-4	29	6.0	34	7.0	63	13.0
	5+	2	0.4	3	0.6	5	1.0
University	1-2	1	0.2	3	0.6	4	0.8
	3-4	1	0.2	0	0.0	1	0.2
	Degree	1	0.2	0	0.0	1	0.2
Totals		268	55.0	219	45.0	487	100.0

Source: Canada Census Enumeration Area Data.

4. Health Problems

The major health problems seem to be in the areas of water supply and sewage disposal in the subdivision of Glenwood. The other subdivisions are either so small that these problems do not arise or the lots are so large that contamination does not result. In the past 5 years, the following statistics relating to sewage and water are available for the hamlet of Glenwood.

- 1.) 63 bacteriological water samples were submitted to the provincial laboratory and 7 (11%) revealed the presence of coliform.
- 2.) 26 chemical water samples with 2 samples (7.7%) indicated sewage contamination and 3 samples (11.5%) revealed detergent.
- 3.) Twenty-three sewage disposal complaints were investigated.

The hamlet of Glenwood has no municipal water supply or sewage disposal system. Most people have drilled their own wells and some people have installed their own pressure systems and septic tank disposal systems. Sometimes these systems are improperly installed and sewage flows on the surface of the ground or seeps into some of the wells which are used to supply water. Sometimes lots are too small so that the sewage disposal field is inadequate. Problems are complicated by a high water table in wet years and so the ground will not absorb the sewage. No major health problems have resulted from the problems with sewage disposal.

5. Housing

Housing in the subdivision ranges from very poor to excellent. Some of the houses are very poor and in the last 5 years, eight houses have been condemned as unfit for human occupation. The 1966 census shows the following types of houses in Glenwood and Grande Prairie Trail.

Table 5 HOUSES BY TYPE, GLENWOOD AND GRANDE PRAIRIE TRAIL
1966

Type	#	%
Single Detached	189	78.6
Single Attached	7	2.9
Double House	4	1.7
Other House	3	1.3
Apartment	3	1.3
Other	3	1.3
Mobile	31	12.9
Total	240	100.0

The large majority of the homes are single detached units with mobile homes being the second most frequent style, but well behind the single detached units in popularity. The total number of homes in the two subdivisions is 230 and of these 172 (74.8%) are lived in by their owners and 58 (25.2%) are rented.

The statistics quoted above give the type of housing unit but give no indication as to the quality. There has been no housing survey done in the area but some indication of the quality can be determined through municipal assessments. Improvements in hamlets such as the ones under discussion are assessed at approximately 55% of market value. A rough "rule of thumb" is

to multiply assessed value by 2 to obtain a rough approximation of the market value. Average assessments for improvements can be found in Table 6 and number of parcels by assessment category is shown in Table 8. The average improvement assessment for all the subdivisions is \$1695 or an approximate market value of \$3390. This average does not include the 47 parcels which have no improvements. Approximately 68% of the homes will be below this average and the remaining 32% will be above this average.

Crowding is usually measured in persons per room but this information is not available. However, the number of persons per household is available and is shown in Table 10. Over 17% of the households have 6 or more people in them.

Table 6
AVERAGE ASSESSMENT BY SUBDIVISION
1969

<u>Area</u>	<u>No. of Parcels</u>	<u>Total Assessment</u>	
		<u>Total</u>	<u>Average</u>
Glenwood	200	326,210	1,631
Grand Prairie Trail	57	82,980	1,456
Kelly	5	2,730	546
Lubarsky	4	3,090	773
Millarville	<u>7</u>	<u>14,120</u>	<u>2,017</u>
TOTAL	273	429,130	1,571

<u>Land Assessment</u>			
Glenwood	200	34,330	172
Grand Prairie Trail	57	8,610	151
Kelly	5	460	92
Lubarsky	4	900	225
Millarville	<u>7</u>	<u>1,590</u>	<u>227</u>
TOTAL	273	45,890	168

<u>Improvements Assessment</u>			
Glenwood	175	291,880	1,668
Grand Prairie Trail	38	74,370	1,957
Kelly	4	2,270	568
Lubarsky	2	2,190	1,045
Millarville	<u>7</u>	<u>12,530</u>	<u>1,790</u>
TOTAL	226	383,240	1,695

Table 7 NUMBER OF PARCELS BY ASSESSED VALUE OF
LAND AND SUBDIVISION
1969

<u>Assessed Value of Land in Dollars</u>	<u>Glenwood</u>	<u>Grande Prairie Trail</u>	<u>Kelly</u>	<u>Lubarsky</u>	<u>Millarville</u>	<u>TOTAL</u>
Less than \$100	16	16	3	-	-	35
100 - 199	123	32	2	2	4	163
200 - 299	45	5	-	1	-	51
300 - 399	12	-	-	1	3	16
400 - 499	1	1	-	-	-	2
500 - 599	3	2	-	-	-	5
600 - 699	-	-	-	-	-	-
700 - 799	-	1	-	-	-	1
TOTAL	200	57	5	4	7	273

Source - Department of Municipal Affairs - Special Tabulations.

Table 8 NUMBER OF PARCELS BY ASSESSED VALUE OF
IMPROVEMENTS AND SUBDIVISION
1969

Assessed Value of Improvements in Dollars	Glenwood	Grande Prairie Trail	Kelly	Lubarsky	Millerville	TOTAL
Nil	25	19	1	2	-	47
1 - 999	65	7	4	1	2	79
1000 - 1999	56	16	-	-	2	75
2000-- 2999	26	9	-	-	2	37
3000 - 3999	17	3	-	-	1	21
4000 - 4999	6	1	-	-	-	7
5000 - 5999	3	1	-	-	-	4
6000 - 6999	2	1	-	-	-	3
7000 - 7999	-	-	-	-	-	-
TOTAL	200	57	5	4	7	273

Source - Department of Municipal Affairs -Special Tabulations.

Table 9 NUMBER OF PARCELS BY TOTAL ASSESSED
VALUE AND SUBDIVISION
1969

<u>Assessed Value in Dollars</u>	<u>Glenwood</u>	<u>Grande Prairie Trail</u>	<u>Kelly</u>	<u>Lubarsky</u>	<u>Millarville</u>	<u>TOTAL</u>
Less than 1000	76	25	4	4	1	110
1000 - 1999	65	15	1	-	2	83
2000 - 2999	31	11	-	-	2	44
3000 - 3999	16	3	-	-	2	21
4000 - 4999	55	1	-	-	-	6
5000 - 5999	5	1	-	-	-	6
6000 - 6999	2	1	-	-	-	3
7000 and over	-	-	-	-	-	-
TOTAL	200	57	5	4	7	273

Source: Department of Municipal Affairs - Special Tabulations.

Table 10 HOUSEHOLDS BY NUMBER OF PERSONS
 GLENWOOD & GRANDE PRAIRIE TRAIL
 1966

<u># of Persons</u>	<u># of Households</u>	<u>% of Households</u>
1	43	18.7
2	42	18.3
3	29	12.6
4	44	19.2
5	32	13.9
6	12	5.2
7	10	4.3
8	7	3.0
9	8	3.5
10 or more	3	1.3
Total	230	100.0

6. Fire Protection - Police Protection

The hamlets surrounding the town of Edson have entered into a fire-fighting agreement with the town. The hamlets have purchased a firetruck which is housed in the Edson fire hall. The cost of repairs and maintenance on this equipment is born by the hamlets. The total range of firefighting equipment owned by Edson and the hamlet is available on any fire in Edson and the surrounding hamlets. The advantage to the town is that additional firefighting equipment is available to them and the advantage to the hamlets is that they do not need a garage in which to house their equipment and they get the use of additional Edson equipment.

Police protection is provided by the R.C.M.P. and there are no policemen assigned directly to the hamlets. Most of the towns hire their own town constable (as does Edson) but the hamlets do not. There have been some complaints about the inadequacy of the protection received.

7. Income

There is no data available at the present time on the incomes of people in these hamlets. It is the subjective impression of some that welfare payments are higher in these areas than is normally the case, but there are no statistics at the present time to substantiate or refute this impression. It is also the impression of some that old age pensions are high but population statistics do not seem to indicate an abnormally high number of people of pensionable age.

8. Delinquency

It is the opinion of the probation officer in Edson that delinquency is no more a problem in the hamlets than in the town of Edson. However, there

seems to be a different pattern of crime in the hamlets than in the town. The town emphasis seems to fall into the types of offenses which involve drinking, shoplifting, petty theft and driving. The hamlets contribute a more "roughshod" crime that involves destruction of property and moral offenses.

9. Relationships with the Town of Edson

The town of Edson provides many of the services which people in the surrounding hamlets use. Most of these services such as schools and firefighting, the hamlets contribute to out of taxes. However, some of the services such as recreational facilities and the public library are not contributed to by the hamlets. This is a source of irritation to some residents of Edson.

Edson seems to be opposed to additional subdivisions around the town and would like to restrict additional subdivision. They see these subdivisions as threats to orderly development and as a source of problem to the town in the future. Glenwood is an example of the kind of problem which the town foresees. One solution to the sewage and water pollution in Glenwood is to annex the hamlet to Edson and for the town to extend its sewer and water system to Glenwood. The town is not interested in doing so because of the additional costs to the town for extending these services. They contend that costs could be kept much lower if subdivision was not allowed and development could be planned in an orderly manner by the town.

10. Community Activity

The Rate Payers Association is one very active organization in Glenwood. This association is attempting to improve conditions in the hamlet and have succeeded in some things. They have been able to improve

streets and lighting, and obtain an agreement with the town of Edson for fire protection. This group is pressing for more stringent enforcement of building codes and would like to see sewer and water facilities in the hamlet. However, the group is a minority in the hamlet.

The Rate Payers Association circulated a questionnaire last year asking the residents of Glenwood if they would contribute \$10.00 per household toward hiring a consultant to do a feasibility study for sewer and water facilities. The majority of the residents rejected the idea. As a result of this survey, the members of the executive of the Rate Payers Association received complaining phone calls from residents who were opposed to changes.

Summary of Problems

The major problem in the subdivisions surrounding Edson is the lack of adequate sewage disposal facilities in the hamlet of Glenwood. Although the focus is on this problem, the solution to the problem and the prevention of recurring problems of this type bring into focus many other problems. These include:

- (a) enforcement of subdivision regulations,
- (b) adequate housing for low-income groups,
- (c) division of governmental jurisdictions,
- (d) inter-community relationships,
- (e) intra-community relationships,
- (f) family income.

